

## LINCOLN CITY/LANCASTER COUNTY PLANNING STAFF REPORT

for August 18, 2004 PLANNING COMMISSION MEETING

**P.A.S.:** Special Permit #04037

**PROPOSAL:** Nursing Home for 9 residents.

**LOCATION:** South 47<sup>th</sup> and "J" Streets.

**LAND AREA:** 18,185 square feet, more or less.

**CONCLUSION:** This proposal is based upon an emerging model of residential nursing care for elderly individuals. The proposal generally meets the Neighborhood Design Standards, and fits within the character of the surrounding residential area.

<b><u>RECOMMENDATION:</u></b>	Conditional Approval
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### **GENERAL INFORMATION:**

**LEGAL DESCRIPTION:** The south 60 feet of Lot 101, and the north 75 feet of Lot 115, Witherbee Gardens, located in the NW 1/4 of Section 29 T10N R7E, Lancaster County, Nebraska.

**EXISTING ZONING:** R-4 Residential

**EXISTING LAND USE:** Single-family dwellings.

### **SURROUNDING LAND USE AND ZONING:**

North:	Single-family dwellings	R-4 Residential
South:	Tabitha Intergenerational day care	R-4 Residential
East:	Single-family dwellings	R-2 Residential
West:	Single-family dwellings	R-4 Residential

### **HISTORY:**

May 1979 The zoning update changed the zoning on this property from B Two Family Dwelling to R-4 Residential.

### **COMPREHENSIVE PLAN SPECIFICATIONS:**

This property is designated as Urban Residential in the Land Use Plan. (F 25)

**Urban Residential:** Multi-family and single-family residential uses in areas with varying densities ranging from more than fifteen dwelling units per acre to less than one dwelling per acre. (F 27)

Maximize the community's present infrastructure investment by planning for residential and commercial development in areas with available capacity. (F 17)

Encourage mixed-use redevelopment, adaptive reuse, and in-fill development including residential, commercial and retail uses. These uses may develop along transit routes and provide residential opportunities for persons who do not want to or cannot drive an automobile. (F 18)

A safe residential dwelling should be available for each citizen: the efficiency apartment and the country estate, the small single family "starter" home and the large downtown apartment suite, the most affordable and the most expensive dwelling unit, completely independent living and living within the care of others. (F 65)

Provide different housing types and choices, including affordable housing, throughout each neighborhood for an increasingly diverse population. (F 66)

Create housing opportunities for residents with special needs throughout the city that are compatible with residential neighborhoods. (F 66)

Encourage a mix of housing types, including single family, duplex, attached single family units, apartments, and elderly housing all within one area. Encourage multi-family near commercial centers. (F 69)

The key to both new and existing urban neighborhoods is diversity...For existing neighborhoods, the diversity is often already in place, but efforts must focus on maintaining this balance and variety....New construction should continue the architectural variety, but in a manner that is sympathetic with the existing neighborhoods. Infill development also needs to respect the street pattern, block sizes and development standards of the area, such as having parking at the rear and front porches, windows and doors on the front street side. The diversity of land uses, including commercial and congregate living facilities are important to the diversity of an area, provided they fit within the character of the block and neighborhood. (F 71)

Congregate [housing] facilities should be designed and located to enhance the surrounding neighborhood. Reasonable spacing, design, and operational requirements should be created for all congregate facilities to preserve the neighborhood character while providing for those with special needs. (F 72)

**AESTHETIC CONSIDERATIONS:** This proposal includes the removal of two existing single-family dwellings and replacing them with one nursing home facility. The Neighborhood Design Standards apply to this facility. Applicant has proposed a facade that appears to meet the standards. This building will be reviewed for compliance with the design standards during the building permit process.

**ALTERNATIVE USES:** This property could continue to be used for existing single-family residential purposes.

**ANALYSIS:**

1. This is a proposal for a health care facility providing nursing care to nine residents in a residential home setting, called Green House..

2. A special permit for a health care facility may be granted pursuant to LMC §27.63.080 under the following conditions:

- a) **Parking shall be in conformance with Chapter 27.67; additional parking requirements may be imposed. Traffic may be required to be discharged into a major street designated in the Comprehensive Plan, or into a classified collector. No parking shall be permitted in required front or side yards; all parking shall be screened.**

The proposed number of parking stalls appears to meet the minimum requirements. The parking is arranged in such a way that it cannot be screened. The layout should be revised to provide some opportunity to screen the parking area. Also, this is considered a commercial use for driveway and parking design. Therefore, the driveway and parking area will need to be revised to show radius returns and provide egress in a forward motion.

- b) **Yard and area regulations.**

- 1) **Buildings shall not occupy over thirty-five percent of the total land area covered by the special permit.**

The proposal indicates a building lot coverage of approximately twenty-nine percent.

- 2) **Yards abutting a nonresidential district shall be the same as those required in said abutting district.**

The entire block is zoned R-4 Residential.

- 3) **Any yard abutting a residential district or located wholly or partially in a residential district shall be the greater of ten feet or that required in the said abutting district, plus an additional one foot setback for each one foot of height shall be provided between the yard line and the wall nearest the yard for that portion of the building exceeding twenty feet in height.**

This property is located wholly within a residential district. The proposal does not indicate the height of the building. The side yard setback shown is 5 feet, and the front and rear setbacks are 25 feet and 27 feet, respectively. The side yard setback must be revised to 10 feet or more, depending on the building height.

- 4) **Required front and side yards shall be landscaped.**

Applicant has not submitted a landscape plan.

- 5) **The City Council may increase or decrease these requirements with consideration given to both facilities and adjacent environment.**

There are no waivers being requested, therefore, City Council action is not required.

- c) **The proposed health care facility shall conform to all applicable state and federal requirements.**

This requirement is a condition of approval.

- d) **The location of health care facilities shall be readily accessible to the area served. Such facilities should be located on major streets near the center of the area to be served.**

This facility serves a broad population base. This facility is located along a local street, but only one block from South 48<sup>th</sup> Street, which is a minor arterial. It is readily accessible by the immediate area, as well as other residents of Lincoln.

3. Although Applicant has taken care to provide a facade sensitive to the single-family nature of this block, the parking area is out of character with the surrounding homes. The site plan proposes a double-wide curb cut with parking for three vehicles aside one another, in front of the facility, and no garage. Every other home on this block has a single-wide curb cut, and either a single-wide garage or no garage. The parking for this facility should be revised to better reflect the character of this block.

Applicant has indicated their desire to provide more Green Houses along this block. These homes will likely be similar to the one proposed here, and could be inserted into the block as components of an overall master plan. Planning Staff recommends the Applicant develop a master plan for the block and create a parking scheme that minimizes curb cuts and utilizes shared parking facilities for adjoining Green Houses.

4. Due to the residential character of the development, the Public Works and Utilities Department is not requiring grading and drainage information.
5. LES easements are required and must be shown on the plan.
6. Planning Staff recommends approval based upon the following conditions.

**CONDITIONS:**

Site Specific:

1. This approval permits a health care facility to provide nursing care for up to 9 residents.

General:

2. Before receiving building permits:
  - 2.1 The permittee shall complete the following instructions and submit five (5) copies of the revised plans to the Planning Department office for review and approval.
    - 2.1.1 Add a calculation to the site plan showing the required number of parking stalls.
    - 2.1.2 Add a calculation to the site plan showing the percentage of lot covered by the proposed buildings.
    - 2.1.3 Revise the parking layout to better reflect the character of this block.
    - 2.1.4 Indicate the height of the building, and revise the setbacks to conform to the special permit requirements.
    - 2.1.5 Provide a landscape screen plan indicating required screening of the parking area, and required front and side yard landscaping, or add notes to the site plan indicating these requirements will be met during the building permit review process.
  - 2.2 The construction plans shall comply with the approved plans.
  - 2.3 The required easements as shown on the site plan shall be recorded with the Register of Deeds.
  - 2.4 The operation and the premises shall meet appropriate local and state licensing requirements, including compliance with health codes.

**STANDARD CONDITIONS:**

3. The following conditions are applicable to all requests:

- 3.1 Before occupying this health care facility all development and construction shall comply with the approved plans.
- 3.2 All privately-owned improvements, including landscaping, are to be permanently maintained by the owner.
- 3.3 The site plan accompanying this permit shall be the basis for all interpretations of setbacks, yards, locations of buildings, location of parking and circulation elements, and similar matters.
- 3.4 This resolution's terms, conditions, and requirements bind and obligate the permittee, its successors and assigns.
- 3.5 The applicant shall sign and return the letter of acceptance to the City Clerk within 30 days following the approval of the special permit, provided, however, said 30-day period may be extended up to six months by administrative amendment. The clerk shall file a copy of the resolution approving the special permit and the letter of acceptance with the Register of Deeds, filling fees therefor to be paid in advance by the applicant.

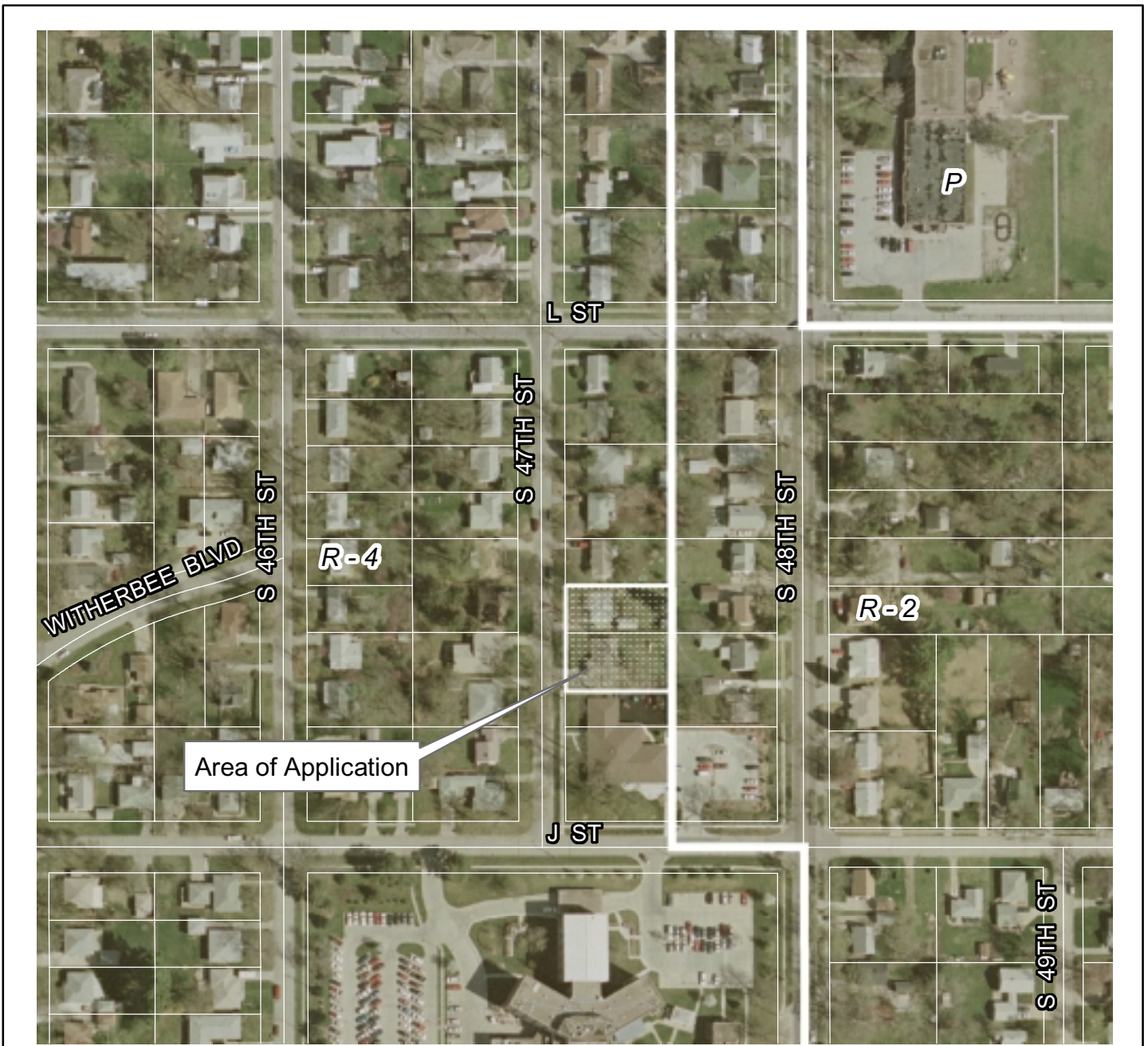
Prepared by

Greg Czaplewski, 441-7620, gczaplewski@lincoln.ne.gov

**Date:** August 3, 2004

**Applicant  
and  
Owner:** Tabitha, Inc.  
Joe Hakenkamp  
Director of Support Services  
4720 Randolph Street  
Lincoln, NE 68510  
483.7671

**Contact:** Architectural Design Associates  
Richard Bergt  
7501 "O" Street, Suite 105  
Lincoln, NE 68510  
486.8500



# **Special Permit #04037** **S. 47th & Randolph** **Tabitha**

2002 aerial

## **Zoning:**

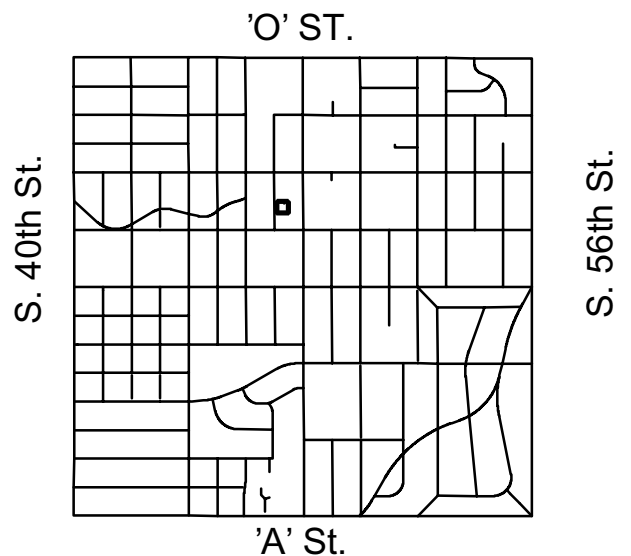
- R-1 to R-8 Residential District
- AG Agricultural District
- AGR Agricultural Residential District
- R-C Residential Conservation District
- O-1 Office District
- O-2 Suburban Office District
- O-3 Office Park District
- R-T Residential Transition District
- B-1 Local Business District
- B-2 Planned Neighborhood Business District
- B-3 Commercial District
- B-4 Lincoln Center Business District
- B-5 Planned Regional Business District
- H-1 Interstate Commercial District
- H-2 Highway Business District
- H-3 Highway Commercial District
- H-4 General Commercial District
- I-1 Industrial District
- I-2 Industrial Park District
- I-3 Employment Center District
- P Public Use District

One Square Mile  
 Sec. 29 T10N R7E



Zoning Jurisdiction Lines

City Limit Jurisdiction



Lincoln City - Lancaster County Planning Dept.



4720 Randolph St.  
Lincoln, NE  
68510

Phone  
(402) 483-7671  
(800) 267-2986

Web  
[www.tabitha.org](http://www.tabitha.org)

*Home Care Specialties*

*Nursing &  
Rehabilitation Center*

*Adult Day Services*

*Home Health Care*

*Case Management*

*Meals on Wheels*

*Intergenerational  
Center*

*Rehabilitation*

*Pastoral Care*

*Hospice*

*Tabitha  
Foundation*

*Tabitha Housing  
Corporation*

07-12-04

City of Lincoln  
Planning Department  
555 South 10<sup>th</sup>  
Lincoln, NE 68508

To the City of Lincoln

Tabitha Health Care Services is requesting zoning changes on the following lots; South 60' of Lot 101 and the North 75' of Lot 115, Witherbee Gardens, Lincoln Lancaster County, Nebraska.

Tabitha Health Care Services is requesting a Special Permit to provide Health Care Services (27-63.080) on the above properties. It is our intent to build a 5,246 square foot residential home, designed to Nursing Home requirements, with the architecture of a residential home. We have attached a Case Statement detailing the project and the long term vision for the future of our Nursing Home.

If you have questions please feel free to give me a call. I can be reached at, 402-486-8500, or email [joeh@tabitha.org](mailto:joeh@tabitha.org). I look forward to working with you on this request.

Joe Hakenkamp

  
Director of Support Services







Attachment 1

4720 Randolph St.  
Lincoln, NE  
68510

Phone  
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www.tabitha.org



**CASE STATEMENT:  
TABITHA GREEN HOUSE PROJECT™  
June 2004**

**TABITHA HEALTH CARE SERVICES**

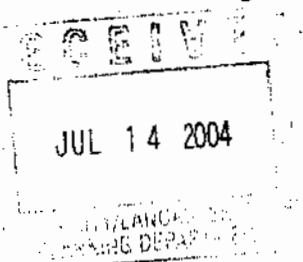
Since 1886, Tabitha Health Care Services has identified community health needs and responded by providing compassionate and professional services. Tabitha has successfully pioneered such essential community services as home health, hospice, meals on wheels, and intergenerational day services. Our continuum also includes HUD housing for independent living, specialized Alzheimer's programs, rehabilitation and long-term care.

The Tabitha Mission Statement guides us when new approaches can improve the quality of life for those we are called to serve: *Tabitha, a Christian provider of rural and urban health and related services for older adults, delivers a comprehensive system of compassionate care promoting the dignity, independence and health of Elders.* Tabitha is committed to meeting the physical, spiritual and social needs of the elders in our community, and we cherish our role as advocates for improving existing elder care models.

**NEEDS ASSESSMENT/PROBLEM STATEMENT**

There are 15,000 elderly Nebraskans residing in nursing homes today and 1.5 million more across the United States. These numbers are rising. It is predicted that 10,000 additional nursing home beds will be needed in Nebraska by 2050.

Problems within nursing homes are well publicized. Skyrocketing costs, staff shortages, excessive staff turnover, less than optimal clinical outcomes and the funding uncertainty imply a precarious future for long-term care and underscore a need for fundamental change. The current model of long-term care in America is not meeting the needs of the vulnerable people it is designed to serve. We can change this scenario for today's elders and the elders of tomorrow!



*Tabitha Cares Because Christ Cares*

A Serving Arm of the Nebraska Synod Evangelical Lutheran Church in America 1

Home Care Specialties

Nursing &  
Rehabilitation Center

Adult Day Services

Home Health Care

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Meals on Wheels

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## **PROJECT DESCRIPTION**

Tabitha Health Care Services is proud to be one of four pilot sites for an exciting concept called the Green House Project. The Green House Project is an innovative health care delivery model designed to serve the needs of even the most frail and vulnerable people living in nursing homes today. The Green House will allow these elders to move from large institutional settings into specially designed and equipped homes located throughout neighborhoods in their communities.

Each home will be an intentional community (group home) specifically designed for nine elders with complex health care needs. It will be a warm, nurturing environment with emphasis on relationships and resident self-determination. It will be a place where there are opportunities for families, friends, children, plants and animals to join with elders who will enjoy full, productive lives.

The 5,000 square foot house is designed to fit the character of the neighborhood. The house has nine private living spaces with private bathrooms, shared dining and living rooms, library, laundry, and an open kitchen – all designed to facilitate independent and productive living. The centerpiece of the house is the hearth where elders, family, neighbors and caregivers come together to socialize and support one another. Elders will also enjoy an accessible front porch and outdoor areas where they can gather in favorable weather.

Universal caregivers, who sustain, nurture and protect the elders, will staff the home twenty-four hours a day. A clinical support team of physicians, nurses and therapists will provide necessary medical treatments aided by telehealth monitoring and support. They will provide personal visits and care in the home when necessary. Through a relationship with STANLEY Senior Technologies, the Tabitha Project will also have opportunities to test assistive technologies that better support the safety and independence of elders who are experiencing conditions previously considered disabling.

Architectural plans for the Tabitha Green House are complete, thanks to generous support from Lutheran Services for the Elderly Endowment Fund of the Evangelical Lutheran Church in America, and the Lincoln Community Foundation. The site for the first house was donated by the Tabitha organization, and donations have been made by Tabitha friends, board members and staff.

## **HISTORY OF THE GREEN HOUSE PROJECT**

The Green House pilot projects are a national initiative funded, in part, by the Robert Wood Johnson Foundation (RWJF). The Green House Project is developed and led by Dr. William H. Thomas, founder of the Eden Alternative®.

The first Green House Project, sponsored by United Methodist Senior Services of Mississippi, opened in May 2003, in Tupelo, Mississippi. Initial data reveals the Elders in these four Green Houses have made significant improvements in nutritional intake, mobility, increased independence with tasks of daily living, communication, and social interaction. Family and resident satisfaction is predictably high.

Staff satisfaction as demonstrated in the Tupelo project is unusually high. Turnover has been 8% in the last year compared with a current national average of nearly 100%<sup>1</sup>. As of June 2004, Tupelo had not experienced a single uncovered shift due to absenteeism.

The Tabitha Green House Project will be the second in the nation and we have the advantage of applying lessons learned in Tupelo's project.

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<sup>1</sup> North Carolina at Chapel Hill, Health Services Research, April 2004

## **PROGRAM OBJECTIVES OF THE TABITHA GREEN HOUSE PROJECT:**

- By the spring of 2005, Tabitha will develop and implement the Tabitha Green House care model.
- By December 2004, Tabitha will develop and implement the Tabitha Green House administration model.
- By April 2005, Tabitha will construct the first Tabitha Green House.
- By April 2005, Tabitha will implement the process for on-going evaluation and dissemination of knowledge gained through the Green House Project, for promoting replication across America.
- By 2020, Tabitha will be operating 16 community Green Houses in Lincoln, Nebraska.

## **FINANCIAL PROJECTION**

Financial performance from Tupelo supports the self-sustaining operational projections of the Tabitha Green House proforma. Universal caregivers responsible for a variety of duties traditionally assigned to specialized departments such as dietary, laundry, housekeeping and social services create significant savings in human resources. Clinical oversight and precise delivery of services by an off-site team of medical professionals provides additional efficiencies and savings.

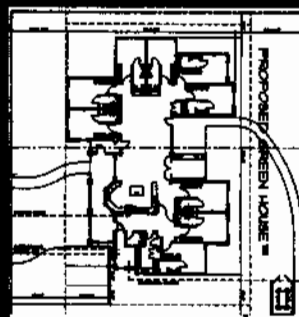
When the first Green House is operating and producing tangible evidence of superior outcomes, we anticipate public support for additional Green Houses.

## **REQUEST**

We ask your help in bringing this important model of care to the Midwest. At this time, \$1 million is needed to complete construction and equip Tabitha's first Green House. With funds to complete construction in the next year, Tabitha will benefit from in-kind development support from the Robert Wood Johnson Foundation. As a pilot project, we will be able to influence the planning, evaluation and direction of the National Project.

JUL 14 2004

R-4



R-2

Area of Application

**Special Permit #04037**  
**S. 47th & Randolph**  
**Tabitha**



PROPOSED GREEN HOUSE™

39'-4 1/4"

39'-0 1/4"

28'-4 1/8"

100'-0"

39'-4"

ELECTRICAL SERVICE

18'-1 1/2"

20'-0"

SANITARY SERVICE

WATER SERVICE

NATURAL GAS

CL 47th STREET

NORTH



**ADA**  
ARCHITECTURAL DESIGN ASSOCIATES

## Tabitha - The Green House Project

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Architectural Design Associates, Inc. 7501 100th Street, Suite 103, Lincoln, NE 68516 Phone: (402) 486-4232 Fax: (402) 486-4233